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ABSTRACT

This document collects examples of policies of local education agencies (LEAs), colleges, and others in the area of multicultural education. Guidelines are also presented for those who haven't fully generated and applied policy in this area. Chapter One is an introduction. Chapter Two contains a checklist of questions to enable others to test the assumption that a multicultural society is an important issue for further education. Three broad headings of questions are equal opportunities, multicultural issues, and issues of racism. The questions are cross-referenced with Chapter Three, which offers a series of examples of college and LEA policies, with extracts from documents. Chapter Four contains some preliminary examples of college practice from two different multicultural settings. Main points from surveys of black communities about local further education provision are presented. Appendixes include a listing of documents on education in a multicultural society, a brief summary of the sources of evidence related to education in a multicultural society and to the effects of racism in society, a glossary of terminology in multicultural education, and information on Further Education Unit activity. (YLB)

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Curriculum Development for a Multicultural Society:

Policy and Curriculum

An FEU View

September 1985

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Dear Sir/Madam

CURRICULUM DEVELOPMENT FOR A MULTICULTURAL SOCIETY: POLICY AND CURRICULUM

I enclose herewith a document which follows up and builds on our initial policy statement in this field.* In that statement, the Board drew attention to the importance of a supportive context for the curriculum changes required for a multicultural society. It also indicated that these changes were important not only in inner-city colleges with substantial numbers of black students, but in all establishments and all types of courses, whatever the composition of the student body. The attached document as its Introduction indicates, collects examples of policies and presents guidelines for those who have yet to fully generate and apply policy in this area.

Perhaps the most useful part of the attached document will be found to be Chapter 2, which contains a checklist of questions under three broad headings: Equal Opportunities; Multicultural Issues; and Issues of Racism. Further chapters give examples of LEA and college policies, methods of implementation, and summarising evidence from two recent local surveys of current provision carried out for the FEU. The Appendices include a brief summary of the sources of evidence related to education in a multicultural society and to the effects of racism in society; information on FEU activities and on other relevant publications; and a glossary which LEAs and colleges may find helpful in tackling issues of definition in this sensitive area.

We hope that this document will be regarded as a significant FEU publication in this field. It rests heavily on advice received by our Multicultural Advisory Committee, chaired by Board member, Mr Reg Hartles CBE.

There has as yet been no investment in research in post-compulsory education to enable the production of a work on the scale of the Swann report whose remit was limited to schools, but many of the themes of the Swann report are echoed in this document. Within the limits of our own funding, other FEU projects should produce more guidance on various aspects of curriculum development for a multicultural society. We would welcome however examples from the field – not only of policy statements but of good practice – which might contribute to our knowledge in this relatively new area of work for the FE system. Alan Murray, the officer responsible for this area of FEU work should be contacted in the first instance.

Yours faithfully

Jack Mansell

JACK MANSELL
CHIEF OFFICER

* *Curriculum Development for a Multicultural Society*. FEU 1983

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CHAPTER ONE : INTRODUCTION

1. Discussion on the nature of the changes needed in our education system to make it adequately responsive to the multicultural nature of modern societies has been going on for over twenty years. More recently there has been particular interest, both at local and national level, in the multicultural context of education/training for the 16-19 group. Considerable progress has been made in a number of LEAs and colleges, and in part the purpose of this document is to record some of this progress. But its prime purpose is to assist local authorities and their colleges to work out their own contribution to a multicultural society.

2. Nevertheless, the broader national context in which local decisions are taken remains important, and the FEU, in taking initiatives in the field of curriculum development for a multicultural society, is aware that it is doing so in the context of a worsening situation for ethnic minorities. The FEU Board of Management, in its 1983 initial policy statement recognised this and concentrated on identifying the need for action in FE in four priority areas:

(i) raising the awareness of teachers in FE about the potentially dangerous effect of prejudice and discrimination on education

(ii) identifying the support needed by both students and staff in situations when racial prejudice could have a bad effect on education

(iii) appraising culturally-biased curricular practices

(iv) the provision of anti-racist education for all students.

3. Curriculum should relate to broader issues of policy in a field such as education for a multicultural society. The effectiveness of such a relationship is not proven but many colleges and LEAs have thought it important to develop formal policy statements and for them, the relationship between policy and curriculum does seem to matter. The main purpose of this document, therefore, is to distil the policies of LEAs, colleges and others in the form of a check-list to enable others to test the assumption that multicultural society is an important issue for FE.

4. When the FEU commissioned a survey of local authorities early in 1983, none was able to send examples of college policy covering issues of race and multicultural education. Of the 37 LEAs who then replied, 14 had an authority policy with only 3 making any specific reference to FE. By the end of 1984, over 20 college policies have been submitted and FE initiatives in at least 10 local authorities were also on record.

5. The key themes which emerge from the policy documents which have been received are that :

(i) distinctions need to be drawn between multicultural and anti-racist education

(ii) policy statements need to be followed by guidelines for implementation and timetables for delivery

(iii) staff development is important, both in terms of reducing the effects of racism and increasing curriculum development expertise.

(Policies from colleges have so far come from institutions in local authorities with a significant black population. The FEU would welcome examples from the shires).

The content and purpose of the document

6. Three distinct sets of issues have emerged: these relate to equal opportunity, to a multicultural society and to racism. In the Questions for Reflection (which form the central part of this document), these issues are treated separately.

7. Colleges will wish to consider how best to apply different sets of questions to their own local context. An inner-city college, serving an area with a sizeable black population, might wish to lay an initial emphasis on a review of college procedures to eliminate racial discrimination. A rural college, with an almost wholly white catchment area might feel that it requires to concentrate on questions which relate most closely to curriculum. Another college, with a proportion of overseas students from different cultural traditions, might wish to discuss those questions which treat the needs of its own students specifically.

8. Colleges wanting to use this document with reference to their local situation will probably wish to begin by using the questions in Chapter Two as a check-list, focusing on those groups of questions which are most relevant to the level at which they are being discussed. (A group of course-tutors will not necessarily focus on the same issues as a Governing body or an authority's FE sub-committee). Some paragraphs are of particular interest to LEAs and college management, while others are likely to be of more interest to lecturers and other people who are involved in delivering the curriculum.

9. The questions are cross-referenced with, and are followed by, Chapter Three which offers a series of examples of college and LEA policies, with extracts from documents received by FEU. These may be found useful in discussing specific questions from the previous chapter. The LEA policies are drawn from a variety of contexts, including one rural area. The college policies are drawn primarily from multiracial inner-city areas and relate to those

issues - of equal opportunity, ethnic monitoring and staff development - which particularly affect such colleges.

10. Chapter Four contains some preliminary examples of college practice from two different multicultural settings. In both cases the FEU supported the college in surveys of the perception of the black communities about local FE provision. Finally there are a number of appendices (referring to available documentation and FEU projects etc). Appendix C, which gives a glossary of terminology used in multicultural education, may be particularly useful to LEAs and colleges who wish to formulate and implement policy in this area.

College Policy for a Multicultural Society

11. Curriculum change in further education takes place in response to pressures from local industry, community and society, or to initiatives at national level from government or validating bodies. In this context some movement in response to a multicultural society has recently occurred as a result of local and national bodies paying heed to the diagnoses which black communities provided about their own condition. At the same time there are the prescriptions of educationalists and of Government-commissioned reports; most of these have indicated that the main problem faced by the black communities is that of discrimination - whether in housing, employment, education or training. The main problem perceived by black people in their daily lives in Britain, is that of racism.

12. In the field of education, publications from the Department of Education and Science and from Her Majesty's Inspectors have touched on policy issues, and have in one way or another emphasised the importance of ensuring both that educational provision reflects the needs of the multicultural society and that action is taken to eliminate examples of racism from all educational establishments. Other national bodies, such as the Council for National Academic Awards, have produced guidance notes which highlight the need for both multicultural and anti-racist approaches.

13. In the process of a local authority or college responding to the needs of a muticultural society, the preferred method has been the publication of policy statements and guidelines which then lead on to discussions at various levels : management, departmental, student and trade unions.

14. Although time-consuming, statements developed along these lines have several advantages:

(i) a college can look upon a policy as its own rather than as something imposed from outside;

(ii) the process of discussion and drafting is in itself a staff development exercise; it gives a good start to the process of reviewing the curriculum across the institution;

(iii) there is an opportunity for representation of black communities (staff, students or community leaders);

(iv) the local context of the college (rural or inner city; mixed population or all white) can be taken into account.

15. A Check-list of Questions related to Equal Opportunities

(a) The public face of a college (see paragraphs 19, 23, 31, 33)

(i) Has the college issued its own policy statement and given it due publicity?

(ii) Are there effective procedures for monitoring the effects of the policy?

(iii) Does the college present adequate publicity and a welcoming appearance to all community groups?

(iv) Does the college promote links with the community?

(v) Does the college promote access to FHE courses for all types of student?

(vi) Has the college taken other measures to improve access?

(b) College Organisation (see paragraphs 21, 24, 36)

(i) How is the college's policy about education for a multicultural society to be implemented?

(ii) Has a timetable for implementation across departments been decided?

(iii) Does the governing body include representatives from local communities such as any ethnic minorities?

(iv) Has the college considered how best to allocate resources to implement its policy?

(v) How can unions, staff and students be fully involved in the development and implementation of a college's policy of education for multicultural society?

(c) College Staff (see paragraphs 23, 27, 34)

(i) Is a senior member of staff responsible for co-ordination of the college's work in relation to multicultural society?

(ii) Is there a properly acknowledged scheme of staff development?

(iii) What priority is staff training in this field given, in respect of time and resource allocation?

(iv) Has the college considered the staff development needs of staff at all levels in implementing a multicultural policy?

(v) Has the college reviewed the ethnic composition of its staff, including the senior management team; and has the college considered what steps should be taken to recruit more staff from the ethnic minorities?

(vi) Does the ethnic background of support staff reflect local community population?

(d) Monitoring and record-keeping (see paragraphs 25, 32)

(i) Does college policy include any method of ethnic monitoring? If so, have local groups been consulted as to the purpose of monitoring?

(ii) Does monitoring include staff, as well as student ratios? If so, does it protect the privacy of individual staff and students?

(iii) Does monitoring include:

- admissions to different types and levels of courses (including those who apply and those who are admitted)?

- progress on courses?
  (including drop-out rates);

- completion of courses?
  (including success rates);

- type and quality of placements of students with other agencies?
  (including work experience);

- the way in which the student body reflects the make-up of the local community?

- the degree of language support which is available to students who need it? (including mainstream FE students as well as those on ESL and pre-vocational courses).

16. **A Check-list of Questions related to Multicultural Issues**

(a) Culture (see paragraphs 19, 20, 22)

(i) Is the college aware of the range and variety of cultures amongst its members?

(ii) Is adequate provision made for the religious or cultural needs of all students?

(iii) Does the college draw, in appropriate circumstances on the resources provided by its local (in some cases, multicultural) community?

(iv) Are ethnic minority organisations encouraged to use college premises?

(v) Is provision made for special dietary needs?

NOTE: For colleges in rural areas:

(i) What are the implications of multicultural society for policy and curriculum in such colleges?

(ii) Could any facilities be offered to, or links developed with, inner-city multicultural colleges?

(b) Curriculum content, methods of assessment (see paragraphs 20, 30)

(i) What procedures are available in the college to review its own practice in relation to a multicultural society, through the work of an Academic Board, departments, subject/course teams, curriculum development committees?

(ii) In what ways can mainstream subject curricula reflect a multicultural society?

(iii) How can positive strategies reflecting a multicultural society be introduced into different subjects and disciplines?

(iv) Are assessment criteria and methods appropriate as for all types of student?

(c) Staff development, guidance and counselling (see paragraph 23, 27)

(i) Does the local authority run courses in education/training for a multicultural society?

(ii) What other courses are available to be matched with training needs of this kind?

(iii) Are specialist staff needed for advising students in a multicultural college; if so, what types of staff are these?

(iv) How can the local community be involved in guidance and counselling?

17. **A Check-list of Questions related to Issues of Racism**

(a) Overt racism (see paragraphs 26, 33)

(i) Is there a college policy on incidents involving racist language, abuse or violence which is known to all members of staff and students?

(ii) Are staff and students aware of what action they should take if such incidents occur?

(iii) Are there swift and efficient procedures to deal with other occurences such as racist graffiti, or the distribution of racist leaflets?

(iv) Does the college or local authority policy cover use of premises by organisations advocating racist policies?

(b) Covert racism (see paragraphs 20, 27)

(i) Does the college provide opportunities to examine possible indirect as well as direct discrimination?

(ii) Can the black communities contribute to the review of curriculum if there is evidence of covert racism in that curriculum?

(c) Curriculum content (see paragraphs 20, 27, 30)

(i) What procedures are available in the college to review its own curricula in order to eliminate elements of racism?

(ii) What action will the college take in relation to external bodies if unsuitable curricular material is found?

(iii) Can anti-racist strategies be introduced into different subjects, disciplines and courses?

(d) Staff development, guidance & counselling

(i) Does the local authority run racism awareness courses or workshops? Would college-based courses be effective?

(ii) What additional factors need to be taken into account in providing guidance and counselling for students who have suffered the effects of racism?

CHAPTER THREE : SOME EXAMPLES OF LEA AND COLLEGE ACTION

I LEA Policies

18. Many LEAs have already produced policy statements, reports and guidelines on education in a multicultural society and some have produced documents on racism, racial discrimination and anti-racist action. However, most of these are general documents aimed primarily at the schools sector; few make any extensive reference to the further education sector. The FEU initial policy statement, (July 1983), has been found useful by many colleges in starting the process of discussion and reflection within the institution. From those colleges and LEAs with which there has been contact, some examples are given here of current practice in various aspects of FE policy in relation to a multicultural society.

General local authority statements

19. One authority, in a largely rural area with some towns with a proportion of black people in their population, has produced its own general policy statement which included commitments to :

- promote understanding of the principles and practices of racial equality and justice, and commitment to them;

- identify and remove all practices, procedures and customs which discriminate against ethnic minority people and to replace them with procedures which are fair to all;

- encourage ethnic minority parents and communities to be fully involved in the decision-making processes which affect the education of their children;

- increase the influence of ethnic minority parents, organisations and communities by supporting educational and cultural projects which they themselves initiate;

- encourage the recruitment of ethnic minority teachers, administrators and other staff at all levels, and the appointment of ethnic minority governors.

Policy documents

20. Another LEA in a suburban borough has produced two policy documents in a booklet form, of which the second focuses on curriculum issues, as part of the process of developing what is described as a whole school or college policy. It asks schools and colleges to consider issues under a range of headings which include all the main subjects on the curriculum; institutions are thus encouraged to see the process of curriculum review as one which should inform all aspects of the curriculum, both general and subject-linked. Some of the general issues raised include:

- what exactly do staff mean by the terms curriculum and syllabus?

- which model of curriculum planning does the school favour?

  the objectives (output or product) model;
  the process or input model;
  the situation analysis/cultural analysis model;
  others.

- is the favoured model of curriculum planning the most suitable for education in a technological, democratic, rapidly changing, multi-ethnic society?

- is the curriculum and approach dictated by available materials or do teachers prepare materials to suit the objectives, content and method of curriculum?

- are there strategies within the school for critical examination of materials to ensure that they do not offer a stereotyped view of cultural and ethnic minority groups?

- are teachers encouraged to evaluate the match between their practice and their objectives?

- has the concept of equality of access to a common culture curriculum been considered by the school? What kind of culture is the school transmitting?

- is there a committed multicultural approach to language teaching or are only those languages which are spoken by white people valued? How is this expressed in school structures?

A timetabled approach to delivery

21. Another LEA in a large inner-city, has produced a series of five policy documents, one of which is specifically concerned with further education in a multicultural society. This authority has followed up its initial FE policy document with a practical paper on delivery of policy which includes a timetable over a two-year period which colleges are invited to follow in drawing up their own policies and in beginning the process of implementation.

National documents with relevance to college and LEA policy

22. A small number of documents produced at a national level have been mentioned as particularly useful as a stimulus to discussion at local level. The Commission for Racial Equality produced a policy report : Further Education in a

Multi-racial Society (1982) - revised 1985), which provides a comprehensive guide to organisational and educational issues in a multicultural society. Other useful reports and documents are listed in Appendix A.

II College policies

23. College Organisation

One urban college has made a clear commitment to initiatives which bring the college structure close to the community, such as :

- Inclusion of representatives of the local ethnic communities on the Governing Body 'as part of a comprehensive attempt to forge links with the community'.

- The designation of a permanent sub-committee of the Academic Board to review multi-ethnic policy, to include as appropriate 'co-option of those with specialist knowledge and experience not on the college staff'.

- Through contact with local communities and representative groups to 'seek to identify itself with the particular aspirations of the ethnic minority groups for equal opportunity in education and training, and for social justice', and to seek 'to respond to and assist community-generated educational proposals as well as developing college-generated initiatives'.

24. In a large authority which produced an initial policy statement in the seventies, all colleges have now produced their own more detailed policies, following an internal process of review of the colleges' structure, organisation and activities in the light of the authority's policy. Many of these statements are now available and cover many aspects of the college's work, including:

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- college ethos and multicultural environment;
- racial prejudice and covert racism;
- monitoring of equal opportunity;
- recruitment and appointment of teaching staff;
- co-ordination of multicultural education;
- student recruitment and admissions;
- counselling, pastoral care and careers;
- student participation;
- administrative and support staff;
- curriculum (course content and materials, and language across the curriculum);
- in-service training.

The colleges in this authority are now in the process of drawing up a programme of implementation over a period of two years.

Ethnic record-keeping

25. A college in an area with a significant Asian population introduced a system of ethnic record-keeping in 1982. The basic system is simple : the college's records are computerised, and the system includes a code for the birthplace and/or ethnic origin of students. There are safeguards for access to the information, which is only available with the approval of the principal for bona fide purposes. The implementation of the college's multicultural policy is the responsibility of the Multicultural Education Unit which has used information gathered through the system for the first time this year in order to analyse take-up of FE courses by Asian students of the various communities.

The information will be used to enable the college to review existing provision, and to initiate curriculum development and specialised staff development in areas where it is needed.

Racist Incidents

26. An inner-city college has provided detailed guidance for college staff on racist incidents in the form of a

check-list with recommended procedures to be followed in each case. Given below is the check-list, together with the general advice which follows:

(i) physical assault against a person or group because of colour or ethnicity;

(ii) derogatory name-calling, insults and racist jokes;

(iii) racist graffiti or any other written insult;

(iv) provocative behaviour such as wearing racist badges or insignia;

(v) bringing racist material such as leaflets, comics or magazines into the college;

(vi) making threats against a person because of colour or ethnicity;

(vii) racist comment in the course of discussion in classes;

(viii) attempts to recruit students to racist organisations and groups.

These actions are unacceptable anywhere. The college response sets out to tackle them on four fronts:

(a) to deal with the perpetrator;

(b) to aid and support the sufferer or sufferers;

(c) to establish a line of responsibility;

(d) to deal with the impact of the incident upon the college population.

Staff development

27. A provincial inner-city college has placed a special emphasis on the necessity for staff development if the college is to change rapidly in response to the needs of its multicultural catchment area. The areas in which staff development is needed have been identified following consultation between colleges and the local authority. The areas of activitity which have been defined are racism awareness (for all teaching and non-teaching staff), staff recruitment, selection and interviewing, student recruitment and admissions, counselling and guidance, curriculum (including cultural and language awareness), and community links.

The method used in this staff development programme is of particular interest since it relies on a collaborative approach between staff, students and community, although the programme as a whole is monitored by the multicultural sub-committee of the college's governing body.

As a preliminary phase, very close links have been developed between the college, local community education provision and representatives of the local communities including minority communities. Staff with in-service training responsibilities in both college and community education service have set up a joint working group to plan for a training programme which will enable community tutors, with their experience as members of minority groups, to feed that experience and expertise into the institutional context of the college in a programme of workshops. Each department in the college is following up joint workshops of this kind with internal workshops, in which expertise from the community can be called in as required. In the workshops all aspects of the department's work from curriculum and syllabuses to organisational matters such as entry procedures and requirements, are subjected to rigorous analysis.

28. For an effective policy an adequate information-base is needed. Information of at least two kinds is required if FE is to become responsive to the needs of the different communities. Information is required about institutions (recruitment, take-up and progress of black students) and about local communities (their characteristics and what they need from the FE system).

29. As examples, the FEU commissioned two local surveys (in Bradford and in South London) of community perspectives on FE provision. Summaries of these have been distributed, and the full reports are available from the FEU. Some indications of the main points from the two reports are given below as an aid to colleges developing their own information-base on which to determine policy.

Basic requirements of the FE system

30. Predictably both reports indicate that the basic requirements of the FE system are the same for black communities as for the white community. The main reason for entering further education is to gain a chance (often a second chance for those who have not succeeded in the school system) of further qualifications and vocational education as a means to a career. Both groups surveyed reveal a serious attitude to further study. If there is any point of concern about FE establishments expressed by both groups, it is revealed in occasional comments such as 'too much messing about' or about a minority of students who only go there 'for a doss'. The black communities' interest in FE is not in leisure activities nor even in cultural activities related to community needs, but in recognised qualifications for vocational purposes.

Information on courses

31. Both surveys reveal a serious information gap between college and communities, with between 44 and 65 per cent

of respondents from different groups identifying lack of information about courses and enrolment procedures as a major barrier to taking up FE opportunities. Since in both areas surveyed, ethnic minority communities make up a significant proportion of the local population (25 per cent in the South London survey), this appears to be the major factor in the low take-up of FE opportunities. There are obvious implications for colleges' methods of publicity, particularly given current national concern with the marketing of FE. Both reports highlight the need for more community marketing, using minority languages where appropriate.

Recruitment to courses

32. Neither survey was able to provide full data on proportions of black students across the college courses, although Bradford was able to make use of a range of limited data. What evidence there was showed that there were considerable variations in take-up of courses, with, for example, no Asian students on any of the DATEC courses offered by the college. Although no firm conclusions can be drawn, it is clear that that a college or LEA which introduces an ethnic monitoring policy and which discovers imbalances of this kind will need to ask questions about admissions policies, methods of publicity and curriculum content in order to determine why courses are not attracting a multicultural clientele.

College environment

33. There is little direct criticism in either survey of colleges or their staff, although in each survey there are a few criticisms - of a particular building (a major vocational FE site) and of a few staff (seen as racist). But the general finding of lack of knowledge and information indicates that the colleges are not perceived as accessible and open institutions which are available and well-known to the community.

Black staff

34. Both surveys revealed a lack of black staff. The Bradford survey related this to a lack of appropriate guidance and counselling available to Asian students. The South London survey revealed a limited amount of support for alternative FE-type provision, staffed and run by community members, while in Bradford there was a certain amount of concern about appropriate provision for girls.

Access to FHE

35. The South London survey asked questions relating to the issue of a positive discrimination in post-school education. Clear majorities amongst staff, students and community members were against any reserved place or reserved course scheme for Afro-Caribbean students. There was, however, considerable concern about people's lack of qualifications for further education and a general support for Access and Return-to-Study courses which took the needs of the minority group students into account.

Preference for school-based FE courses

36. There was clear evidence in the Bradford survey that a higher proportion of Asian students were opting for FE-type courses in sixth forms than might have been expected, though it was difficult to ascertain to what extent this was part of a general movement among young people in the town. No figures were available in South London, although there was consciousness among teachers that many young blacks for a variety of reasons, preferred to spend the immediate post-16 years away from an educational environment. Again there are messages here for college marketing, through college-school links and publicity in the communities.

Interest in post-school education

37. Perhaps the most encouraging finding of the two surveys came from the overall impression, throughout the reports,

of a strong interest in education, of faith that it can be a means to the improvement of life-chances, of passionate debates and strongly-held opinions on educational issues in the communities. This interest is balanced, particularly in South London, by frustration at the perceived barriers to FE opportunities. There are nonetheless clear opportunities for colleges to draw in large numbers of highly-motivated students if they are willing to initiate change along the lines suggested in the detailed pages of these reports.

APPENDIX A: OFFICIAL DOCUMENTS ON EDUCATION IN A MULTICULTURAL SOCIETY

1970 The Problems of Coloured School-Leavers - Select Committee on Race Relations - HMSO 1970

1971 The Education of Immigrants - Education Survey 13 - HMSO 1971

1974 Educational Disadvantage and the Needs of Immigrants - HMSO Cmnd 5720

1979 Aspects of Organisation and Curriculum in Seven Multi-ethnic Comprehensive Schools - HMI Report, DES 1979

1981 The Education of Children from Ethnic Minority Groups: Consultative Document DES 1981

1981 West Indian Children in our Schools: Interim Report of the Rampton Committee, HMSO Cmnd 8273

1981 Racial Disadvantage - Select Committee on Home Affairs - HMSO 1981

1984 Race Relations in Schools - HMI Discussion Document, DES 1984.

1985 Education for All - Report of the Swann Committee on the education of children from ethnic minority groups, HMSO Cmnd 9453

Other documents on general educational issues have included reference to Britain as a multicultural society and provide evidence of official thinking on the role and implications of multicultural education, especially as far as schools are concerned.

Examples are:

1977 Education in Schools: A consultative document. HMS 1977

1978 Curriculum 11-16 - HMI report HMSO 1978

1979 Education and Training for 16-18 year olds DES 1979

1980 Education for 16-19 year olds - DES 1980

1983 The School Curriculum - DES 1983

1985 The Curriculum from 5-16: HMI Curriculum Matters 2. - HMSO 1985

1985 The GCSE National Criteria DES 1985.

APPENDIX B: EFFECTS OF RACISM IN SOCIETY - FACTS AND FIGURES

1. The list given below is of reports of research studies, statistical evidence and government enquiries, mainly carried out during the 1970s, which provide the hard evidence of racial discrimination in British Society. The research studies were mainly funded by the Home Office, the DES and the DHSS in order to provide the factual information on which policy decisions could be taken, and were undertaken by bodies such as the Policy Studies Institute. The most comprehensive summaries are in The Facts of Racial Disadvantage : PEP 1976, Race and Law : CRE 1972, and Ethnic minorities and British Schools PSI 1983, all of which have been republished in paperback, the first two in Penguin, and the last by Heinemann. The Policy Studies Institute has recently published an updated survey of the facts of racial discrimination (showing that very little has changed over the past ten years) in Black and White Britain : PSI 1984. The CRE* will supply a list of its own publications (including some research summaries) and detailed bibliographies on request. The list below, which is by no means comprehensive, groups studies according to topic, focusing on the most important areas in which black people have been subject to racism and discrimination. A future FEU publication will include a bibliography of interpretative articles and books.

2 Education. DES-sponsored enquiries and reports include Educational Disadvantage and the need of immigrants (HMSO 1974, Cmnd 5720) and the current major research programme Ethnic Minorities in British Schools which has so far produced an interim document referred to above. The Interim Report of the Committee of Enquiry into the Education of children from ethnic minority groups (HMSO 1981) is available, and has been followed by the full report :

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* The Commission for Racial Equality: 10, Allington Street, London SW1.

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Education for All (HMSO 1985) which contains a massive volume of evidence, including chapters on racism in schools.

The Race Relations Policy and Practice Unit, at the University of London Institute of Education has a series of Working papers and Occasional papers, documenting its research into the gaps between policy and practice. Local studies include two CRE reports : Beyond Underachievement (1980) and Aspirations versus Opportunities (1978). There have been no research studies specifically on the FE sector, although the House of Commons Select Committee on Race Relations reported on The Problems of Coloured School-leavers (HMSO 1970. 2 vols) and took some evidence on FE and apprenticeships.

3. Employment. The existence of racial discrimination in employment has been known and commented on since the 1950s, but was fully documented only in the 1970s, with a series of studies funded by the Department of Employment, the Home Office and MSC. The most important of these are Racial Disadvantage in Employment (PEP 1974) Ethnic Origin and the Labour Force (Dept of Employment 1980) and Unemployment and Racial Minorities (PSI 1981), and a convenient summary is in the Penguin edition already referred to (Racial Disadvantage in Britain : D.J. Smith, Penguin 1977). Local studies, showing the operation of racial discrimination using examples in specific localities, include three CRE reports Half a chance (CRE 1980), In Search of a Skill (CRE 1982) and In search of Employment and Training (CRE 1983), which reveal the extent to which racial discrimination operates against both young black people and adult redundant workers.

4. Housing. Early studies were carried out under Professor John Rex, director of the ESRC's Ethnic Relations Unit, in the 1960s in the Birmingham area, but national studies have since provided fuller evidence of the ways in which black people have been systematically less well-treated than white people in both Council and private rented housing and in the house-buying market. Some major studies are: Racial Minorities and Public Housing (PEP 1975), Colour and the

allocation of GLC Housing (GLC 1976), Housing Choice and Ethnic Concentration (CRE 1977), while the Select Committee on Race Relations investigated Housing in 1970-1 (HMSO 1971). Local studies include a PSI Report from Hackney (PSI 1981), and the Merseyside Area Profile (Liverpool University 1980).

5. Health and Social Services. This policy area has been subject to less study than others, despite evidence in the 1960s that black people received less frequent service from the NHS and the social services. But work in the last five years has revealed considerable problems. Key documents were : Multiracial Britain -the Social Services' Response (Association of Directors of Social Services/CRE 1978), Inequalities in Health (DHSS 1980), Black People and the Health Service (Brent Community Health Council 1980), and Racial Politics of Health (Merseyside Area Profile-Liverpool University 1982). The DHSS is funding a research and training project on Health and Race which will lead to further documents. On a broader scale, the PSI report Policy and Practice in the Multiracial City highlighted the difficulties for black people to gain access to services because of entrenched attitudes and practices.

6. Law and the Police. Concern over the law has focused on two issues : firstly, those laws which operate to the disadvantage of black people living in this country, such as the Immigration Act 1971) and the Nationality Act 1983. The CRE publishes guides to this legislation, a pamphlet Race and Law (CRE 1972) and, in its Annual Report, case-studies and summaries of legal decisions. Secondly, concern has been expressed since the 1950s about examples of racially discriminatory treatment of black people by the police. The House of Commons Select Committee on Race Relations published three volumes of evidence on Police-Immigrant Relations (HMSO 1972), and the publication of the PSI's report Police and People in London (PSI - 4 volumes, 1983) funded by the Metropolitan Police, caused a major public scandal. Volumes 2 and 3 reveal evidence of racism, both in attitudes and behaviour, in the police force, and a recent article Black Youth and the Police (Race and Class Vol 25,

No 2, Autumn 1983) argues that some police activity has fostered the criminalisation of a section of black young people.

APPENDIX C : GLOSSARY OF TERMS

The terminology used in the field of race relations has developed and changed in recent years, and requests are sometimes made for guidance. This glossary does not aim at providing dictionary definitions, nor does inclusion of a term necessarily imply that the FEU endorses it. It is rather an indication of current usage of certain key terms in the field of race relations. The glossary has been constructed from recent publications of the Commission for Racial Equality, the ESRC's Research Unit on Ethnic Relations and the Institute of Race Relations, as well as the more specialist publications listed in Appendix D.

It is hoped that LEAs and colleges will find the glossary useful as a basis for discussion both of the terms themselves and of the issues which they raise for college policy and curriculum. The glossary begins with broad general concepts, and moves towards more specific terms.

1. Race

Historically, race as a concept has been used by scientists and others who attempted to categorise differences between groups and individuals on the basis of appearance and other inherited characteristics. Features such as skin colour, hair colour and texture, eye colour and shape and bone structure were emphasised. Nineteenth century writers on race (such as Knox in Britain and Gobineau in France) at the time of European colonial expansion developed a full-scale hierarchy of races, based on beliefs that other features such as physical strength, intelligence and moral and aesthetic qualities were biologically determined. Such beliefs fulfilled an important function for the British in appearing to justify the so-called civilising mission which accompanied the struggle of European powers for territorial and economic domination of Africa and Asia. The apparent scientific basis and political usefulness of the concept continued into the twentieth century until the implications of the application of theories of race in practice in certain countries became apparent to the rest of the world.

The discrediting of the biological theories on which early race theory was based has further contributed to the decline in the use of the concept in scientific discussion.
(Banton 1977, Bullock 1977, Hall 1980)

2. Culture

The concept of culture has been defined in a variety of ways in a variety of disciplines, but the usage in this field, (especially in such terms as 'multicultural' and 'cultural diversity') is derived solely from anthropology. In that setting the term denotes the complex pattern of beliefs, customs, traditions, ideas, social norms and values, family and social groupings, organisation and activities which are shared by the members of a community. Cultures can be highly complex, with differentiated patterns and interpretations as in a national or regional culture, or can be highly specific as in local or age-group subcultures. (N.B. There are other contexts in which the word culture has a long-established and equally distinctive meaning.)
(Ballard 1982, Bullock 1977, Williams 1976).

3. Racism

Racism is hard to define. Unlike the word race itself, racism has a recent history and has been used to refer to societies in which one racial or cultural group is in a position of dominance which is used to keep another racial group in a position of subservience. Thus in European ex-colonial societies it refers in particular to the relations between the white majority and the immigrant population recruited to combat labour-shortages during the post-war boom, which have resulted in worse pay, social conditions and life-chances for the latter groups. Hence the shorthand formula: racism equals prejudice plus power, in the sense that it is the existence of power structures to support racist beliefs which differentiates racism from the inter-racial and inter-ethnic rivalries common in many societies. Racist beliefs range from

positive and extreme biological theories of supremacy to unconscious assumptions of superiority.

In British discussions three types of racism have sometimes been identified

(i) structural racism - in which, as a result of the economic and historical context of immigration, economic and social discrimination against black people is embedded in the structure of society (as evidenced in employment, housing, and education)

(ii) institutional racism - in which institutions, reflecting the structure of the society they serve, maintain a set of rules, procedures and practices which operate in such a way as to perpetuate discrimination and disadvantage among black people

(iii) individual racism - in which the underlying and often unconscious attitudes of individuals to black people support and sustain a broader social pattern of discrimination.

Some writers distinguish between racism and racialism, reserving the latter for practical activities based on racist beliefs.
(Banton 1977 Hall 1978, Mullard 1980, Tierney 1982).

4. Ethnocentrism

This term is used (especially in discussions of the curriculum) to describe the tendency to view events from the perspective of one's own culture. Other cultures tend to be undervalued and considered inferior, while one's own culture is regarded as superior. In curriculum studies, in addition to clear cases of ethnocentric approaches in subjects such as history and geography, evidence of similar prejudice has been put forward in mathematical, scientific and technological subjects - especially in the tendency to emphasise British or European discoveries, theories or achievements as against those of other

cultures.
(Bullock 1977, Hicks 1980, Tierney 1982).

5. Ethnicity

This term is used primarily to refer to the cluster of beliefs, attitudes and behaviours which distinguishes one's own social, racial or cultural group from others. Ethnic differences do not therefore necessarily have the associations with skin colour which have become attached to racial differences. Ethnicity is felt strongly by members of such groups, and can become particularly important as a means of maintaining identity and dignity when the group is in a minority or is facing hostility. (Glazer 1975, Wallman 1976).

6. Monocultural Society

The monocultural view of British society, subscribed to by many commentators on race relations in the fifties and sixties, claimed that Britain had a single monolithic culture, shared by all members of society. Other cultures were seen as alien, and immigrants were expected to adapt or abandon their own culture and assimilate to that of Britain.

The monocultural approach was much criticised as it failed to take account of:

(i) the three nations (Wales, Scotland, Northern Ireland) which make up the United Kingdom;

(ii) the religious, cultural and racial diversity which had been characteristic of British history over centuries;

(iii) the existence of the several ethnic groups which had arrived in Britain since the industrial revolution and have maintained their cultural identity;

(iv) the existence of difference classes and social groups whose wishes and interests by no means always coincided.
(Banks 1981, Tierney 1982).

7. Multicultural society

The multicultural view of British society has been accepted since the late 1970s as being the only adequate description of British society. There is a 'weak' multicultural analysis which emphasises a unitary British culture but accepts the presence of other cultures and their right to maintain their religious and cultural traditions. A 'strong' form in contrast emphasises the equal status of all cultures, and accepts the implication that in a multicultural society the assumptions and cultural norms of the majority culture will come under question as much as those of minority cultures.

The multicultural approach has been criticised on the grounds that it assumes that equality of status for cultures can exist in a society where racism and racial discrimination continue.
(Banks 1981, Moore 1980, Willey 1981).

8. Immigrant education

During the fifties and sixties, educationists used a so-called 'deficiency' model to develop a response to the presence of (initially) small numbers of non-British-born pupils and students. These were seen as lacking in basic skills (i.e. spoken and written English, knowledge of British life and culture), and, sometimes, in educability. Once these deficiencies were overcome, it was assumed that these young people would be assimilated into the British educational system.
(Mullard 1983).

9. Multiracial education

In the late sixties and early seventies, multiracial education emerged as a response to the assumptions underlying the immigrant education model which were seen by many as racist. It emphasised the reality of Britain as a multiracial society and paid due attention to the long history of immigration and cultural diversity in Britain. Black communities were seen as disadvantaged in social and economic as well as in educational terms, and resources were sought to assist their integration (without abandonment of their own culture) into British society. (Stone 1981, Schools Council 1981).

10. Multi-ethnic education

Research interest in the ethnic diversity of black communities in Britain, in differences within the Asian and Caribbean communities, and the recognition of the specific cultural and religious needs of some groups led to the formulation of a multi-ethnic approach as an appropriate response to diversity. There was an interest both in the culture 'back home' and in adaptation to British society, and in the reactions between the two. Parallels were drawn with other ethnic, regional and religious minorities in European countries. (Banks 1981, Little & Willey 1981).

11. Multicultural education

A redefinition of the ethnic approach, (with an emphasis on the equal status of different cultures), became the dominant educational response to the presence of black communities in the late seventies. It remains influential. There is a concern to provide opportunities for cultural and language maintenance among the black communities, to introduce ethnic and religious festivals into schools, to develop project work on ethnic communities and to develop links with ethnic minority parents and communities. Due recognition is given to the enrichment of British life by other communities, and the ideal society is seen as one in

which the different communities (including the dominant white community) hold each other in mutual respect. (Klein 1982, Twitchin 1981, Wilby 1982, Lynch 1983)

12. Anti-racist education

All the approaches mentioned above have been criticised by some because they were articulated and developed by educationists from the white community attempting to deal with the so-called problem of the presence of black people in schools and colleges. White British culture was seen as normal culture and the black cultures were to be defined by white initiatives. To most black people, the problem has been quite different: it has been what they regard as racism. The anti-racist approach to education has been articulated and developed by black educationists, arguing that the main problem for black children is not one of culture, but of racism, as exemplified in various ways in the education system. Before any hope of a multicultural society can be entertained (and as a matter of simple justice) racism must, they feel, be identified, exposed and eliminated.

An anti-racist approach suggests that mainstream policy, practice and provision should be critically examined and evaluated in order to uncover the sources of racism in education and society, and that an anti-racist perspective and appropriate strategies should be developed in all educational institutions.
(Tierney 1982, Mullard 1984).

13. Racial discrimination

This has been defined for Britain in the 1976 Race Relations Act where two forms are distinguished: direct discrimination occurs when one person or group of people is treated less favourably than another on racial grounds; indirect discrimination occurs when a condition or requirement is applied where the effect is that a smaller proportion of people from one group than others can comply with it. Cases of direct or overt discrimination have

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been safe in the educational context, but indirect discrimination is less easy to eliminate (e.g. requirements re school headgear and uniform, entry requirements relating to language.) (CRE 1976).

14. Equal opportunity

The concern for equality of opportunity in educational and other fields which emerged in the forties and fifties, arose from an awareness that despite the creation of a welfare state, accompanied by a free secondary education system, working class children continued to be discriminated against and disadvantaged. In the sixties and seventies, the concept of equal opportunity was extended to include discrimination and disadvantage based on sex and race.

At bottom, the concept implies that in a democracy, opportunities for education, social mobility or career advancement should be equally available for all sections of the population. From these basic principles, two sets of priorities have emerged : first, formal and informal barriers and inequalities (in pay, for example) should be removed. Second the criteria used in recruitment, selection, training and education should be re-examined, to see in what ways, if any, they permit the continuation of implicit or unconscious discrimination. (The importance of the Equal Opportunity philosophy in the 1970s is shown by the names adapted by the two leading government agencies in this field, the Equal Opportunities Commission, and the Commission for Racial Equality.)

15. Black

The term black is now generally used in discussions of race relations to describe the British non-white population, whether of Asian, African or Caribbean origin. By extension it is often used to refer to other groups who have suffered racial discrimination or cultural subjugation in the colonial past or in the multiracial

present. This usage has been generally adopted by such groups because it emphasises the commonality of their experience in relation to the European former colonial powers rather than the diversity of their cultural heritages.
(Hiro 1973, Patterson 1983).

16. Coloured

This has been more or less abandoned as a descriptive term in race relations because of its euphemistic associations, and because of its use in South Africa where it denotes a particular category within the hierarchy of apartheid.
(Hiro 1973, Patterson 1983).

17. Positive action

The general term positive action is used in many contexts, including the Race Relations Act 1976 to describe policies which are initiated and implemented by public agencies and which attempt to counter the effect of past discrimination against ethnic minorities. Thus many local authorities have changed their job advertising policies to include advertisements placed in the minority press in order positively to encourage applications from black candidates. These measures, which are specifically permitted in the Race Relations Act, are seen as efforts to redress the lack of black employees in many categories of public and private employment, and have been widely adopted in Britain.

The narrower term positive discrimination (or affirmative action as it is referred to in the United States) denotes a policy which reserves specific 'quotas' of jobs or educational awards for certain minority groups. The system system has been in common use in the United States since the 1970s, but has never achieved popularity in Britain.
(CRE 1976).

APPENDIX D: REFERENCES (FROM GLOSSARY)

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APPENDIX E - FEU ACTIVITY

3. The FEU programme of action includes three elements:

(i) A set of projects which the FEU is supporting which derive from the priorities identified in our policy statement and indicated in the model above. A full list is given in Appendix F.

(ii) A continuous process of review of all FEU areas of interest from a multicultural perspective followed by action where appropriate. Earlier initiatives have included:

- evidence to the Hampton (Swann) Committee (1981) of the need for improved access to FHE courses;
- the setting up of a Working Group to advise on curriculum development for a multiracial society;
- FEU Response to the Swann Committee's report.

(iii) The adoption of a multicultural and anti-racist perspective in those specialist areas of activity which the FEU sponsors from its own resources or is asked by government to administer. The four areas which this policy is particularly relevant at this time are:

- The DES/PICKUP initiative in which the FEU is supporting a number of curriculum development projects;
- the REPLAN initiative for the adult unemployed, in which the FEU is again supporting a range of primarily work-related curriculum projects;
- the Experimental College scheme, in which some FEU funding is available to support colleges undertaking innovatory work in fields of FEU interest;
- FEU/CPVE projects, in which FEU is funding a small number of projects which develop important aspects of the CPVE curriculum.

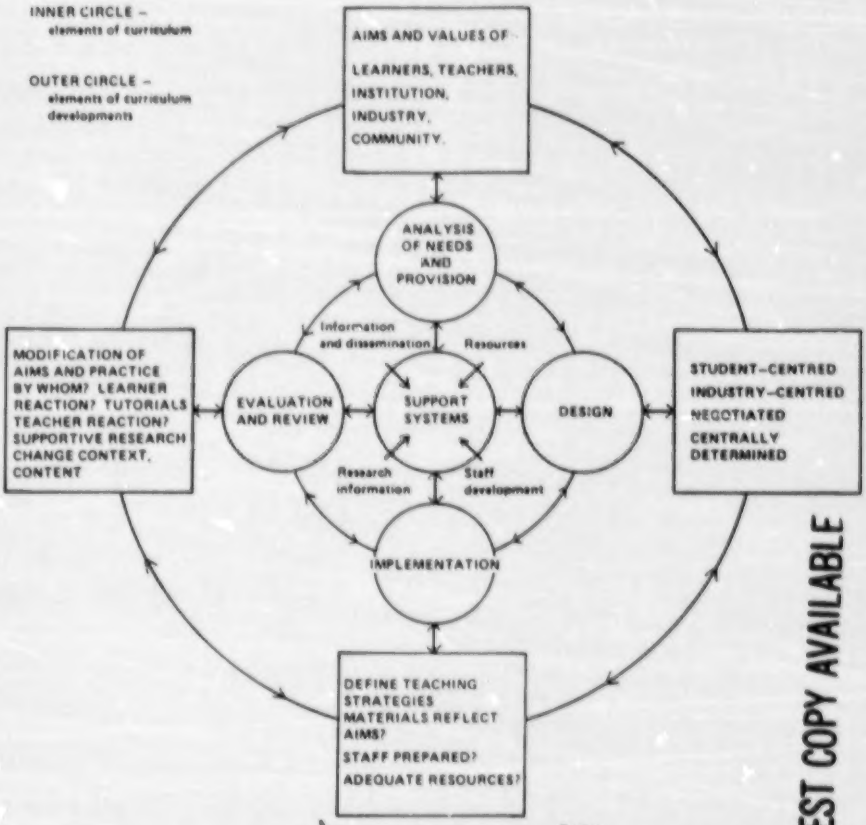
In each of these four areas, projects with a multicultural focus have been proposed to us, and we have been able to

fund a limited number of these, which are listed below in paragraphs 3 and 4.

2. FEU Curriculum Development Model.

The FEU Curriculum Development model, best known in the diagramatic form reproduced as Fig. 1 below, has been found to be of value to colleges (and schools) in reviewing their curriculum and in responding to the changing needs of society, industry and students. In particular, the dynamic and comprehensive form of the model ensures that teachers and management are able to regard curriculum development as a continuous process.

Fig. 1



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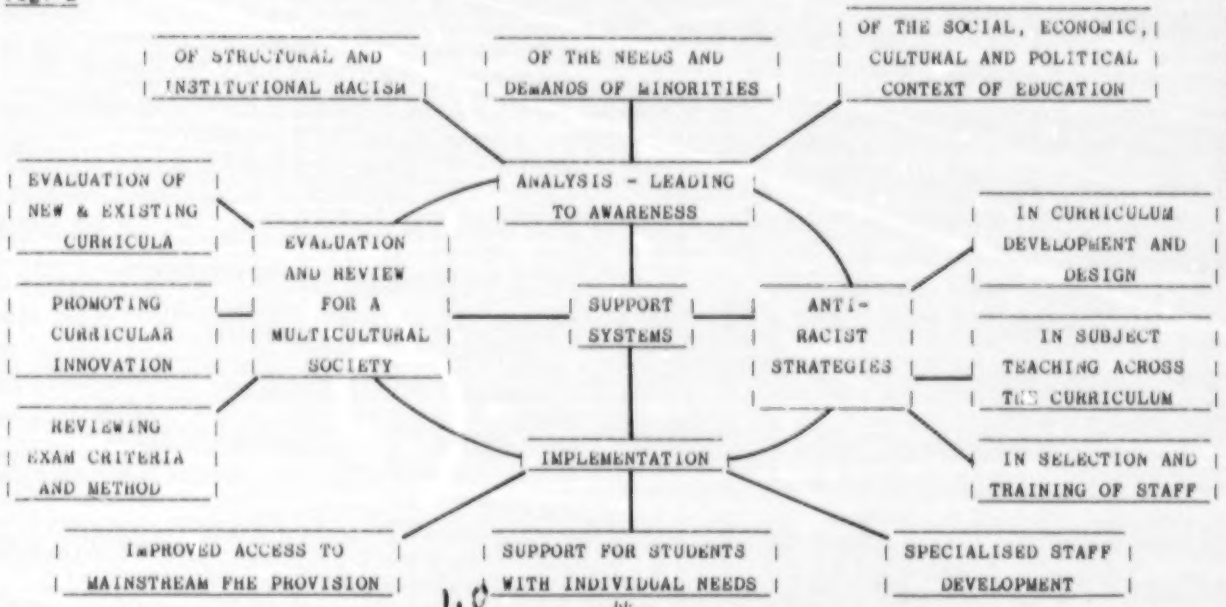
3. The model in Fig. 1 is intended to apply to all areas of the curriculum and thus all specialise in FEU areas of interest. In relation to curricula for a multicultural society we produce below, as Fig 2, a tentative model for our own strategy. It is based on a more generic FEU model. It has been found useful by those who have already seen it, and it may be found useful by others in the field. We would be interested to hear from any LEAs or colleges who put it to use.

Fig. 2


OF STRUCTURAL AND INSTITUTIONAL RACISM
OF THE NEEDS AND DEMANDS OF MINORITIES
OF THE SOCIAL, ECONOMIC, CULTURAL AND POLITICAL CONTEXT OF EDUCATION
ANALYSIS - LEADING TO AWARENESS
EVALUATION OF NEW & EXISTING CURRICULA
EVALUATION AND REVIEW FOR A MULTICULTURAL SOCIETY
PROMOTING CURRICULAR INNOVATION
REVIEWING EXAM CRITERIA AND METHOD
SUPPORT SYSTEMS
ANTI-RACIST STRATEGIES
IN CURRICULUM DEVELOPMENT AND DESIGN
IN SUBJECT TEACHING ACROSS THE CURRICULUM
IN SELECTION AND TRAINING OF STAFF
IMPLEMENTATION
IMPROVED ACCESS TO MAINSTREAM FHE PROVISION
SUPPORT FOR STUDENTS WITH INDIVIDUAL NEEDS
SPECIALISED STAFF DEVELOPMENT

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FEU CURRENT MULTICULTURAL PROJECTS

3. Specialist Projects

RP 198 Developing Communication Skills for a Multicultural Society
(Shipley College of Further Education)

RP 204 An Afro-Caribbean Perspective on Education for Young Adults in South London)

RP 205 An Asian Perspective on Further Education in Bradford
(Bradford and Ilkley Community College)

RP 219 Towards a Non-Racist Curriculum
(Institute of Education, London/Inner London Education Authority)

RP 218 Cross-Cultural Training for Further Education Staff
(National Centre for Industrial Language Training, Southall - with selected FE colleges)

RP 232 Working with Adults : Curricular Strategies for a Multicultural Society
(Project Fullemploy, with City and East London College, South East London College, Southwark College)

RP 233 Anti-Racist Curriculum Review and Staff Development : A Community Perspective
(Manchester Education Committee/Central Manchester Area Community Education)

RP 234 Anti-Racist Curriculum Review and Staff Development : A College Perspective
(Manchester Education Committee/Central Manchester College)

RP 317 An Analysis of Three Mainstream FE Curriculum Areas
(National Anti-Racist Movement in Education/ Walsall LEA)

RP 326 Developing a Non-Racist Adult Education Curriculum for a Multicultural Community
(Sheffield LEA Adult Education Division)

4. Other Projects

i) Under the PICKUP initiative (professional, industrial and commercial updating for adults in employment)

RP 135 (PICKUP) Business Education for the Disadvantaged and the Ethnic Minorities : (Bristol Polytechnic)

RP 182 (PICKUP) Community-Relations and Interpersonal Skills : (Loughborough University of Technology)

RP 214 (PICKUP) Management and the Multiracial Workforce (Bradford and Ilkley Community College)

ii) Under the Experimental College Scheme these projects include a significant amount of development work in response to a multi-cultural society.

RP 174 (Harrow College of Further Education)

RP 177 (Haringey College of Technology)

RP 195 (Tameside College of Technology)

RP 241 (Loughborough Technical College).

iii) Under the REPLAN initiative (education training provision for the Adult Unemployed)

RP 232 Guidance Centre for the Unemployed (Wandsworth Technical College)

RP 266 Adult Education and Training Project (Kings Heath Adult Education Institute/Birmingham LEA)

(iv) As part of the FEU's development role in relation to CPVE.

RP 369 Developing a CPVE/'O' Level Curriculum for a Multiracial College (Bolton Metropolitan College).

RP 277 Language and Languages in CPVE (Derbyshire LEA)

RP 282 CPVE : Developmental Criteria for part-time and ESL Students (Southwark College)

MEMBERSHIP OF FEU WORKING GROUP ON CURRICULUM DEVELOPMENT FOR A MULTICULTURAL SOCIETY

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Dawn Gill, Centre for Anti-Racist Teaching, ILEA
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Alan Murray, FEU

Also Gus John)
Tuku Mukerjee) until 1984
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Secretary

Jack Mansell, *Chief Officer, Further Education Unit.*

Objectives

The objectives for which ***The Further Education Unit (FEU)*** *is established are to promote, encourage and develop the efficient provision of further education in the United Kingdom and for that purpose:*
a) to review and evaluate the range of existing further education curricula and programmes and to identify overlap, duplication, deficiencies and inconsistencies therein;
b) to determine priorities for action to improve the provision of further education and to make recommendations as to how such improvement can be effected;
c) to carry out studies in further education and to support investigations of and experimentation in, and the development of further education curricula and to contribute to and assist in the evaluation of initiatives in further education;
d) to disseminate and publish information and to assist in the dissemination and publication of information about recommendations for and experiments and developments in further education.

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